

## Message Text

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PAGE 01 BUENOS 09056 161627Z

51

ACTION EB-07

INFO OCT-01 ARA-06 ISO-00 CAB-02 CIAE-00 COME-00 DODE-00

DOT-00 INR-05 NSAE-00 RSC-01 FAA-00 SSO-00 L-02

INRE-00 NSCE-00 SS-15 NSC-05 /044 W

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O 161500Z DEC 74

FM AMEMBASSY BUENOS AIRES

TO SECSTATE WASHDC IMMEDIATE 9191

C O N F I D E N T I A L BUENOS AIRES 9056

E.O. 11652: GDS

TAGS: EAIR, AR

SUBJECT: CIVAIR - PAN AM SCHEDULE FILING

REF: A. BA 8934, B. BA 8897, C. STATE 274448

1. IN VIEW OF PAST US/GOA TRACK RECORD IN CIVIL AIR RELATIONS, IT SHOULD COME AS SMALL SURPRISE THAT NO RESULTS YET ACHIEVED FOLLOWING DELIVERY OF NOTE ON DEC 10 (REFTEL 8897). EMBASSY PRODDERED FONOFF DURING PAST WEEK AT OFFICER DIRECTOR LEVEL, AND PAN AM AND EMB AT ECON MINISTRY (TRANSPORT) AT BOTH DNTAC LEVELS AND ASSISTANT SECRETARY LEVEL. PRESENCE OF VENEZUELAN BILATERAL NEGOTIATING DELEGATION MONDAY THROUGH THURSDAY DID NOT HELP MATTERS, BUT WOULD NOT HAVE BEEN REAL OBSTACLE TO APPROVAL OF PAN AM SCHEDULE.

2. LATE DEC 13 ECON COUNS CALLS TO DNTAC CHIEF NEME AND TRANSPORTATION SUB-SECRETARY CERRAJERIA MET WITH CONTRASTING REACTIONS. NEME SAID FLATLY THAT IN SPITE OF EMB NOTE (AND OF WHAT HIS SUBORDINATE, WITTE, HAD TOLD ECON COUNS ON DEC 5 - REFTEL B) APPROVAL OF PAN AM SHIFT OF CHANGE OF GUAGE POINT WAS OUT OF THE QUESTION. EMB NOTE OF DEC 10, HE SAID, WAS NOT RESPONSIVE TO SUBSTANCE OF GOA JULY 18 NOTE, AND NOT SUFFICIENTLY EXPLICIT REGARDING RESUMPTION OF CONSULTATION. FURTHERMORE, ECON COUNS WAS WELL AWARE OF REASONS NEME WOULD NOT APPROVE PAN AM PROPOSAL AND NEME DID NOT SEE ANYTHING IN THE EMB NOTE WHICH WOULD LEAD HIM TO CHANGE OF MIND. HE REMAINED, HOWEVER, READY AS EVER TO DISCUSS

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PAGE 02 BUENOS 09056 161627Z

THE MATTER FURTHER WITH ECON COUNS BUT WOULD BE UNABLE TO MEET

WITH COUNS UNTIL AFTERNOON OF DEC 17. ECON COUNS REVIEWED CIRCUMSTANCES AND REASONS FOR DEC 10 NOTE AND REMINDED HIM, AS NEME FULLY AWARE, THAT AUTHORITY FOR CHANGE IN PAN AM'S SCHEDULE COULD BE GIVEN AND LATER SUSPENDED BY GOA IF RESUMPTION OF US/GOA DIALOGUE DID NOT PROCEED IN A POSITIVE WAY. COUNS DID NOT PRESS FURTHER, HOWEVER, SINCE IT WAS UNMISTAKEABLE THAT NEME DETERMINED NOT TO DO ANYTHING AT THE TIME FOR PAN AM.

3. SUB-SECRETARY CERRAJERIA, NEME'S SUPERIOR, IN PHONE CALL FIVE MINUTES LATER, WAS MOST APOLOGETIC THAT HE "HAD BEEN BLOCKED" FROM ISSUING APPROVAL FOR PAN AM. HE REGRETTED HIS INABILITY TO CARRY OUT WHAT HE HAD TOLD ECON COUNS HE WOULD SEEK TO DO, AND SHIFTED MUCH OF BLAME TO FONOFF. HE HAD RECEIVED NO SUPPORT FROM FONOFF WHATSOEVER; THEY HAD SENT OFFICIAL COPY OF EMB NOTE TO HIM WITH NO RECOMMENDATION AT ALL, AND HE NEEDED THEIR SUPPORT TO GET OVER THE "STONES WHICH ARE BEING THROWN IN HIS PATH". IN SPITE OF THESE DIFFICULTIES, CERRAJERIA SAID, HE FELT CONFIDENT THAT HE WOULD RESOLVE PAN AM'S PROBLEM GIVEN SOME MORE TIME. UNFORTUNATELY HE HAD FOUND IT IMPOSSIBLE TO CLEAR THE WAY FOR THE DEC 14/15 WEEKEND FLIGHT. ECON COUNS THANKED CERRAJERIA, ASSURED HIM THAT EMB HAD URGED FONOFF TO PLAY POSITIVE ROLE AND WOULD FOLLOW UP FURTHER ITS CONTACTS WITH FONOFF.

4.COMMENT. CERRAJERIA IS NEW APPOINTEE AND EMB CANNOT BE SURE WHAT GAME IS PLAYING. PAN AM REP AND ECON COUNS HAVE IMPRESSION HE IS PLAYING STRAIGHT AND AT THE LEAST SHOULD BE CONSIDERED AS ALLY UNLESS PROVEN OTHERWISE. THIS VIEW BASED IN PART ON THE LOW OPINION HE IS RELIABLY REPORTED TO HAVE OF THE DNTAC OFFICIALS; AN OPINION SHARED BY FONOFF OFFICIALS.

5. ABOVE DRAFTED PRIOR RECEIPT REFTEL C. EMBASSY WILL REPORT RESULTS OF HIGH LEVEL APPROACH TO FONOFF.

6. COMMENT. AS DEPT AWARE, EMB WAS NOT INFORMED IN ADVANCE THAT PAN AM HAD INCORPORATED OVERFLIGHT OF PANAMA AND CHANGE OF GUAGE AT CARACAS IN ITS SCHEDULE FILING. WE UNABLE DETERMINE HERE WHETHER CIRCUMSTANCES OF FILING REPRESENTED FAILURE BY PAN AM TO FORSEE DNTAC'S REACTION, OR DONE DELIBERATELY EITHER BECAUSE PAN AM'S CHOICES WERE OPERATIONALLY LIMITED OR BECAUSE THE CARRIER DELIBERATELY WISHED TO PRECIPITATE THE ISSUE. CONFIDENTIAL

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PAGE 03 BUENOS 09056 161627Z

EMBASSY WOULD APPRECIATE DEPARTMENT'S GUIDANCE ON URGENCY OF PAN AM'S IMMEDIATE PROBLEM AS AGAINST BROADER US CIVAIR INTEREST, INCLUDING OBJECTIVE OF INCREASING TOTAL US/ARGENTINE FREQUENCIES, AS WELL AS BRANIFF'S POSITION. BROADER INTERESTS, EMB BELIEVES, WOULD BE BETTER SERVED BY A SLOW BUT VERY FIRM APPROACH, AND BY AVOIDING POSSIBLE FURTHER RETALIATORY MEASURES ON BOTH SIDES.

7. EMB CONTINUES TO BE INTERESTED IN REPLY TO QUESTION RAISED  
PARA 7, REFTTEL B.  
HILL

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